

**BOULDER CITY COUNCIL SPECIAL MEETING  
MUNICIPAL BUILDING, 1777 BROADWAY**

**Tuesday, October 25, 2011**

**6:00 p.m.**

**AGENDA**

**1. CALL TO ORDER AND ROLL CALL**

Mayor Osborne called the special October 25, 2011 City Council meeting to order at 6:00 p.m. in Council Chambers.

Those present were: Mayor Osborne, Deputy Mayor Wilson and Council Members Ageton, Appelbaum, Becker, Cowles, Gray, Karakehian and Morzel.

**ORDER OF BUSINESS**

**2. PUBLIC HEARINGS:**

**A. CONSIDERATION OF A MOTION TO AMEND THE WEST TRAIL STUDY AREA PLAN WITH REGARD TO TRAIL ALIGNMENTS AND VISITOR ACTIVITIES IN THE ANEMONE HILL AREA.**

Mike Patton introduced the item showing visuals of the Anemone Hill area terrain and the city property boundaries. He noted the purpose of the meeting was to respond to a follow up item from when Council approved the West TSA Plan. Today Council would look at mountain biking on Anemone Hill. A trail study analyzes various aspects of a geographic region in a smaller chunk based upon the overall Visitor Master Plan. Passive recreation areas, habitat conservation areas, agricultural areas and natural areas are included in that analysis. Each area had select characteristics, goals and criteria for designation. Anemone Hill was considered a natural area with some passive recreation at Sanitas/Red Rocks.

Mr. Patton noted that a private consultant and public feedback were utilized to develop a recommendation for the area. On August 17 staff took several alternatives to the Open Space Board which Mr. Patton outlined for Council. At that time, staff recommended that the Board approve the original CCG recommendation. The Board preferred to utilize the option that included the main loop with hiker connections (page 39 of the agenda memo). The Board requested that staff utilize this concept with openness for minor modifications for environmental purposes.

The staff recommendation was the Ridge Loop option with the Fourmile Access option. The recommendation included on-trail travel, dogs under voice and sight control on the corridor and an assessment of the on-trail and on-corridor use after two years.

Various community issues were analyzed including visitor access and opportunity, neighborhood and trailhead impacts, construction costs, trail sustainability, visitor conflict and habitat issues.

Mr. Patton then outlined some community conflicts as indicated by a 2010 community survey conducted on open space use.

Heather Swanson, Wildlife Ecologist, then described how the analysis of trail options was conducted. Eight different habitat types were modeled and utilized in the analysis based on their dependence on the habitat areas and species were chosen that were sensitive to human interference. Variables were ranked and weighted for all eight species. A trail effect was then applied to the suitable habitat area and in some cases, the trail would cut through those habitat areas. Use levels would have a higher impact on the species in the habitat area. Ms. Swanson then showed how the analysis was applied to the Anemone area. The Fourmile access option significantly decreased the habitat suitability ratings for the Albert Squirrel. The Fourmile Access option also had a more significant impact on the black bear population. The north facing slope was highly suitable habitat for a number of the species utilized in the analysis. The Ridge Loop option was the only option that did not have a trail cutting through the north facing slope and would leave the habitat patch in tact.

Mike Patton then summarized the criteria staff analyzed to compare the options. Staff's recommendation was for Council to adopt the Ridge Loop option with the Fourmile Access option.

### **Council Questions:**

Council Member Ageton asked about the impact of the Fourmile and Dome fires on the Anemone area and how it may shift wildlife usage. Ms. Swanson commented that new trail development should be pursued with caution but it was possible that there could be higher use on Anemone due to habitat displacement. Most information at this point was speculative. She also clarified that the Fourmile connection would be for mountain biking.

Council Member Gray received clarification on how the Betasso/Benjamin connection tied in and how the social trail would be removed.

Deputy Mayor Wilson asked about fragmentation and questioned what studies the conclusions were based on for a 24 foot trail. Ms Swanson did not have a list but appended to the memo was a list of resources used. The presence of the trail was not the impact but the presence of users on the trail.

Council Member Becker asked a question related to the conservation easement.

Council Member Appelbaum clarified that predicted trail usage was not included in the analysis which could potentially impact the area more significantly. Regarding the Fourmile Access option, he asked about the distance between Fourmile and Boulder Canyon. This was about ¼ mile and provided the elusive lunchtime loop. Mr. Appelbaum then asked about the areas of multi-use where users were all going each direction. Mr. Patton noted that this was a conversation that would be necessary at another time.

Mayor Osborne asked about an email from an attorney where he referenced a purchase and sale agreement that occurred back in 1989 where the city would have to comply with various obligations. The City Attorney responded that he thought the city could comply with all of its legal obligations.

Council Member Morzel spoke to extending the Boulder Creek Trail up the Canyon and the cost of getting that connected up to Betasso. Mr. Patton responded that building about 1 mile of bike path was around 5.4 million dollars. From an immediate standpoint the prospect was dim because the County was not interested in paying half but it could be a longer term option including possible participation from the State.

Council Member Cowles clarified that 500 acres represented on a map was the entire Anemone area, and the 226 acre area portion was the only area where the trails would be built. He asked if any blasting would be required. Mr. Patton responded that one area would possibly require some blasting or bridging.

Council Member Karakehian asked about existing social trails that crossed sensitive habitat area (page 25 of the memo) and expressed that it seemed like a good portion of part of the recommendations flowed along some of the already existing trails. He didn't understand the additional use where there were already existing social trails. He asked if council decided to do nothing, would the city then try to minimize the social use on those trails. Mr. Patton responded that yes, staff would look for something more sustainable if council chose to do nothing at this time.

Council Member Gray spoke to the Benjamin/Betasso trails noting that the County owned some land at the corner of Fourmile and Boulder Canyon and a trail was discussed previously. What that still an option or reality. Staff responded that was not a reality. The original plan was to have a connection at Fourmile and Boulder Canyon and that had since changed. An alternative farther up Threemile access point was the intended connection. Mr. Patton did not think the County still owned the property.

The public hearing was opened:

1. Jack Smith, 308 Pearl Street, urged preservation and protection of the natural and cultural resources within the area and limiting the area to a single loop as his preference.
2. Rosalynn Gill, 357 Canyonside Drive, raised concern about habitat impacts from the recent Dome and Fourmile fires. As a resident in the area, she had never been contacted by the City or Open Space department.
3. Brandon Dwight, owner of Boulder Cycle Sport, spoke to frustration among the mountain biking community about the lack of mountain biking trails. He supported the Fourmile Connection and Ridge loop.
4. Pete Webber, 4106 Riverside Avenue, pooling with Botsy Philips, was a professional trail designer of specifically the Benjamin trail. He supported bicycle access in Anemone to replace the existing social trail system, the Fourmile Connector and a complete loop.
5. Keith Jimmerson, 1825 Viewpoint Road, commented this was not a modest proposal and reminded Council the initial proposals and recommendations did not include mountain biking on Anemone. He was not in support of mountain biking on Anemone and expressed that the Open Space department was suppose to protect and preserve the mountain backdrop.
6. Tarka Wilcox, geologist and vity of Boulder employee at the Valmont Bike Park expressed that the demand for this experience was strong in the community. He strongly supported a loop trail open to all users with the most minimal environmental impact.
7. John Daily with the Boulder Mountain Bike Alliance strongly supported the Open Space Board recommendations with the Fourmile connector.
8. Michael Browning, 3186 Galena Way, expressed that the only reason OSBT and council were considering this issue was to appease the Boulder Mountain Bike Alliance. He did not feel any portion of the city's open space should be turned over to private interests. The habitat and terrain were reason enough to vote against the recommendation. He also spoke to what the mountain biking community had gained over the last several years.
9. Dan Hickstein, 895 Orbin Drive, Graduate student and biker in Boulder, expressed that he was frustrated with how few trails there were to ride in Boulder. He questioned whether there were really 48 miles of mountain biking in Boulder, a couple of which were very far away. To have something close to ride to from town would be wonderful. He also noted that mountain bikers stay on trails more so than anyone else.
10. Cashion Smith, 3466 Iris Court, questioned whether the proposed trail would have any greater impact than the existing social trails. Transportation impacts would be lessened by having trails that weren't so far away. He would volunteer his time to help build trails and resolve user conflicts.

11. Kevin Bracy-Knight, pooling time with Eva Surls and Mitch Smith, 4653 17th Street, was experienced in habitat analysis and specialized in fragmentation. He expressed that the city was making prejudiced and unsubstantiated claims about humans and their impacts on various species.
12. Raymond Bridge, 435 S. 38<sup>th</sup> Street, on behalf of the Boulder County Audubon Society, noted it was critical to preserve the unique ecosystems area.
13. Sophia Stoller, 764 Sunshine Canyon Drive, urged Council to support the most limited of trail development.
14. Mike Barrow with the Boulder Mountain Bike Alliance urged Council approval of the open space recommendations; the eco system would balance itself out.
15. Gwen Dooley pooling time with John & Harriet Olson, on behalf of PLAN Boulder County, indicated it had continually supported the staff recommended Ridge loop option with the two-year conditional requirement. PLAN Boulder emphatically opposed the OSBT recommendation and Fourmile connector. Ecological values should be given the highest priority.
16. Elizabeth Hondorf, 2720 4<sup>th</sup> Street, BOZA member speaking on her own behalf, spoke to being a first responder to climbers and raised concern about safety. She would like to see statistics on rescues and what it costs the city.
17. Ryan Shutz, 1289 Aikens Way, a trail expert urged Council to support the OSBT recommendation.
18. Bobby Noyes, 2439 10<sup>th</sup> Street, commented that many people commute in vehicles to mountain bike in other communities who invest a lot more in trails and disagreed that Boulder invested a lot in trails. This was an opportunity to get more people out of cars.
19. Jessie Goldfarb, 314 Pearl Street, raised concern about increased noise, traffic and other impacts near where she lives at the entrance to the proposed area. The bulk of her concern was with the wildlife habitat and how this would impact local environmental values.
20. Dr. Marjorie Leidig, 1418 Sunshine Canyon, a triathlete, also spoke to recent fires and felt strongly about not adding more trails and opposed the proposal.
21. Zdenka Smith spoke to how much Sanitas had lost including wildlife and raised concern this would happen to Anemone. Parking would also be an issue and inefficient, spilling over into the Mapleton Hill area. She suggested the existing social trails were animal trails. Please oppose the proposal.
22. Sue Cass, Longmont resident speaking on behalf of the Boulder County Nature Association, strongly opposed the Open Space Board option and the Fourmile Canyon access.
23. Francis Hartogh, 3186 Galena Way, thought the Alpine slide was needed just as much as mountain biking trails for family entertainment.
24. Ruth Wright, Boulder resident, showed the Mountain Bike Action magazine, and expressed that mountain biking was a great recreational SPORT, but not a passive recreational activity. She also read the open space purpose statement and commented approval of this motion would be a violation of open space policy.
25. Michael Moniz, 433 Canyonside Drive, also noted he was not contacted by city staff. While not opposed to mountain bike use, he was opposed to the Fourmile connector based upon the original intent of the purchase of the open space land in question to better preserve the wildlife habitat.



26. Martin Gerra , 3203 Noble Court, member of the Boulder Bird Club, raised concern about habitat impact and opposed the proposal.
27. Susan Collins, 308 Pearl Street and advocate for preservation, opposed the addition of bike trails on Briarly Mountain (Anemone Hill) and raised concern about the cultural and historic properties of the area.
28. Catherine Schweiger, 628 Maxwell, noted her bike is passive recreation. She urged Council to support the OSBT and staff recommendations.
29. Ben Burdette, 2227 Canyon Blvd, agreed there weren't many trails accessible from town and urged support of the proposal and clean-up of current trails.
30. Barry Ross, 1416 Sunshine Canyon, raised concern about the tremendous traffic at the bottom of the Canyon with parking signs being ignored and bicyclist using trails they shouldn't be using. This money should not be spent on a small interest group during a recession. The two-year option was also concerning, once it was opened up, it was basically done.
31. Don Elsborg, 3010 23<sup>rd</sup> Street, an avid mountain biker, expressed there was a lot of hypocrisy. Take out the parking, bikers will bike to the trails. He commented that he sees a lot of wildlife that aren't bothered by him.
32. Tim Nickles, 970 North Street, a mountain biker, spoke in support of the Anemone trail proposal and suggested the use of the area would actually decrease with the improved trail system
33. Dick Harris commented this would be a spectacular mountain biking area and could be one of the best in the United States for bikers. It could be very bad for the rest of Boulder. Biking would damage the environment and parking would be an issue. Please preserve the West TSA and look for opportunities elsewhere.
34. Peter Riccio, 3615 Aspen Court, raised concern that the term was being confused...this was a multi-access trail. He supported the proposal.
35. Herschel Goldberg, 600 Manhattan Drive, affiliated with the Boulder Mountain Bike Alliance spoke in support of the proposal.
36. Karen Hollweg representing friends of Boulder Open Space, urged Council to consider the Charter and the city's entire open space system. It had 123 miles in 2005 and this had gradually increased. Mountain bike trails often exclude hikers due to size and speed. This council had spent more to accommodate bikers than any other council. Please consider Dr. Bill Weber's comments about whittling away at the land. Please vote for the Ridge Loop option.
37. Margaret McKinley, Knollwood resident, raised concern about the area changing unfavorably. Please leave the area as undeveloped as possible.
38. Eleanor Kneedy, 28<sup>th</sup> & Jay, felt used as a mountain biker in Boulder and didn't feel needs were considered in an open minded fashion.
39. Jason Vogel with the Boulder Mountain Bike Alliance expressed that bikes were part of the environmental movement and that user conflict had not been addressed in a significant way. He supported a near town connector option.
40. Mark McIntyre, 923 Poplar Place, expressed that the open space department represented a biased perspective. He clarified that no recommendation was made for or against bikes. Maps showing additional habitat conservation area adjacent to Anemone weren't shown by staff. Please look at the net trail increase or decrease based on closing social trails.

41. Lisa Schafer pooling time with Peter Stoller and Meagan McKinley spoke to increased use and congestion. She urged Council to move slowly, and then assess. You can't remove a cut trail but you can always add them later.
42. Shaun McGrath, 225 29<sup>th</sup> Street, spoke to balance within the community, the Charter and the Visitor Master Plan. He urged Council support of the staff proposal which was closest to striking that balance. The wildlife assume all the risk in these proposals. Move past the acrimonious relationship that is building. He supported the staff recommendation.
43. Jackie Jimmerson, 1825 Euclid, not a mountain biker but understood why they would want more trails. She's a hiker that doesn't feel comfortable hiking on trails with bikers. Please be sensitive to other users. She echoed Shaun McGrath's remarks.
44. Elizabeth Allen commented it was a sad us vs. them mentality. She did not think it was council's job to give this "club" rights to such a sensitive area. Why were they getting the special space in Boulder for their activities and it was too expensive.
45. Sue DeRose, Lafayette resident representing FIDOS, didn't understand why OSBT approved the plan. She raised various concerns.
46. Kurt Achtenhagen, 1574 North Street, a mountain biker and hiker supported the Open Space Board proposal and Fourmile connector. He would like a shorter option than Betasso from town. He valued the wildlife experiences and would love his children to have that experience as well.

There being no further speakers the public hearing was closed.

Council Member Ageton raised concern that the staff recommendation had not been processed by the Open Space Board. She suggested talking about whether feedback from OSBT was a possibility, otherwise this would be an unusual process for making a formal decision. If possible, this should be brought back by November 8 to be concluded with this Council.

Council Member Karakehian agreed moving the issue past this Council would be a mistake.

Mayor Osborne asked the Open Space Director whether there would be time to take this before the Open Space Board. Staff could schedule a meeting but did not know about board members' availability.

Council Member Cowles indicated if it were up to him he would not build a trail up there in order to preserve the wildlife habitat, but as a council member his commitment was to make a balanced decision. He supported the OSBT recommendation.

Council Member Cowles moved, seconded by Becker to amend the West Trail Study Area Plan to include a four to five mile multi-use loop for pedestrian, cycle, and equestrian uses based on the proposed main loop system with hiker connections as a starting point alternative or the main loop shared use subject to modification including significant modification as determined during the final design and construction process.



particularly for habitat protection in general and especially in the northern section with the following conditions:

- The direct link to Boulder Canyon not be pursued at this time. Consideration of a possible connector to Four Mile Canyon should be deferred, pending the results of the possible acquisition of the land interests and completion of ecological and trail/recreational investigations.
- Staff shall work with consultants and stakeholders to refine the conceptual loop plan and reduce impacts to Abert's squirrel and other habitat. This should include avoidance of the drainage on the southwest portion of the proposed loop.
- OSMP will designate the natural area portions of the Anemone Hill sub-area as on-trail use only unless permits are obtained in light of the sensitive habitat resources and adjacent private property associated with this sub-area. This designation shall be based on the management area strategies identified on page 50 of the Visitor Master Plan, which allows targeted on-trail use requirements for specific natural areas with sensitive resources. The designation should not prejudice whether on-trail requirements are appropriate in any other natural area. Off-trail use can continue on the passive recreation area portions of the sub-area, including the eastern portion of the ridge on Anemone Hill, the Elephant Buttress area, and Red Rocks/Settlers Park. Further, this on-trail designation shall expire and be reconsidered by OSMP and OSBT two years after the opening of the trail.
- Staff should work to find researchers at Colorado University, Colorado State University; or elsewhere interested to develop independent research, based on this trail system, regarding the effects of Anemone construction and use on species of interest, possibly including the Abert's Squirrel, user interaction or other factors. The timing of the project should allow the development of adequate baseline information and, if possible, should coincide with the above two-year period.
- Staff should ensure that the trail use state-of-the-art and innovative construction, management and monitoring methodologies to monitor and manage resource impacts. This could include the innovative use of mobile phone and other technology to allow easier user communication regarding trail conditions, resource conditions (such as weeds, erosion or other issues), user conflicts, etc. OSMP should have the goal of this project being a model for sustainable trail construction and management.
- Prior to initiation of construction, OSMP shall work with stakeholders and the Board to develop and approve an adaptive management plan for the Anemone trail system, to include baseline condition data and measures regarding resource protection and user interaction. The plan should address the initial or potential future use of management tools such as limits of acceptable change, directional requirements and nighttime use.
- OSMP staff shall work with other city departments and other entities to encourage use of bike lanes, bike paths and other means of access to Anemone and discourage automobile access for cycling use. The department should also evaluate designating more spaces within the existing Settlers Park and Centennial Trailheads for handicapped or older users, along with families with small children. Able cyclists, hikers, and runners should be encouraged strongly to use bicycles, transit, or other parking and;  
with Attachment F, figure 2 and all conditions and limitations.



Council Member Becker thought it would have value for the community and would be a valuable learning tool. The motion included details to manage concerns that may arise. She didn't feel the use would have irreversible impacts.

Council Member Gray thought the motion was the least sustainable of all of the recommendations. She would really like to see the trails around Red Rocks improved and would like further opinion on the Four Mile connector trail from the OSBT. She didn't feel a standalone loop would be sufficient and would like to see the Fourmile/Boulder Canyon trail discussion reopened with the County.

Council Member Appelbaum commented that he was one of the original drafters of the open space preservation language and he expressed that it would be a shame to destroy a pristine part of the open space system.

Council Member Appelbaum offered a substitute motion, seconded by Morzel to adopt the staff recommendation without the Fourmile Connector.

Deputy Mayor Wilson commented on many aspects of the proposal and ultimately thought the open space motion was a good one.

Council Member Ageton spoke to finding the appropriate balance and expressed that this was a highly sensitive habitat area. Setting aside the switchback issue, she thought the biggest difference for her was keeping intact the greatest amount of land on the north facing slope. She would support the substitute motion in lieu of the Open Space Board recommendation.

Council Member Karakehian expressed that he struggled with the decision but ultimately would support the open space board of trustees' recommendation.

Council Member Ageton moved, seconded by Morzel to suspend the rules and continue the meeting at 10:30p.m. The motion carried unanimously 9:0.

Mayor Osborne indicated she would support the substitute motion. She disagreed that there was bias working against the mountain biking community. She acknowledged that the community had never seen a group pitch in so much for a cause and appreciated that. She supported the Ridge Loop but really wanted to talk further about the Four Mile connector.

Vote was taken on whether to vote on the substitute motion. The motion carried 5:4; Becker, Cowles, Karakehian and Wilson opposed. 10:45 p.m.

Vote was taken on the substitute motion as stated above to adopt the staff recommendation (Ridge Loop option) without the Four Mile Connector. The motion carried 5:4; Becker, Cowles, Karakehian and Wilson opposed. 10:47 p.m.

Four Mile Connector Issue:

Council Member Appelbaum commented he was cautiously willing to look at this. Clearly there were issues with the switchbacks and conflict on the lower end. He would like to understand more about mitigating the conflict with habitat areas. He was not horribly worried about costs. He was curious whether any connection to the dome area could be made. He did not see this as a replacement or trade, only if a bike connection in the area worked and conflicts were minimized.

Mayor Osborne suggested sending the whole issue back to the Open Space Board with questions. She would like to see how to get a closer connection to Betasso and Benjamin.

Council Member Ageton was very interested in this as a way of providing an interesting ride for mountain bikers and how it could work as a connector/loop. As Open Space had no discussion opportunity on this, she would like to send it back and ask if this was seen as viable. She would like to see this work come back by November 8<sup>th</sup>.

Council Member Gray moved, seconded by Cowles to approve #2 and #3 as stated on page 4 of the memo as follows: 2) Establish an on-trail requirement for all visitors within the Anemone Hill area to allow recovery of undesignated trails and to redirect use patterns to newly constructed trails. The area would be assessed after two years to determine if undesignated trails were sufficiently restored prior to lifting the on-trail requirement; and 3) Establish a requirement that dogs shall be under voice and sight control and within the trail corridor on all trails in the Anemone Hill area during the two-year on-trail period. The motion carried unanimously 9:0. 11:00 p.m.

Council Member Ageton offered a friendly amendment to #3, to add a sentence that the area would be assessed after two years to determine if dogs under voice and sight control are staying within the trail corridor as expected. The friendly amendment was accepted.

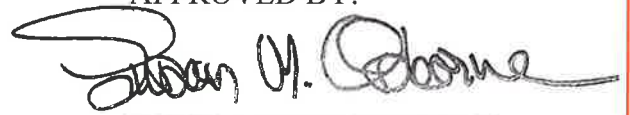
There was a nod of five from Council to:

- Address the conflict issue on trail and whether it should be built
- Look at the Dome connection
- Contact the County about a possible Fourmile/Boulder Canyon connection - ¼ mile on the road – and some connection at Fourmile to Boulder creek bikepath to make it safe and smooth.
- Bring back an Open Space Board recommendation or comments by November 8<sup>th</sup>.

3. **ADJOURNMENT**

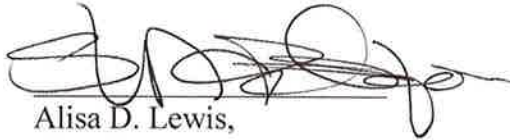
There being no further business to come before Council at this time, BY MOTION  
REGULARLY ADOPTED, THE MEETING WAS ADJOURNED AT 11:03 P.M.

APPROVED BY:



Susan Osborne,  
Mayor

ATTEST:



Alisa D. Lewis,  
City Clerk